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AN EXERCISE MANAGEMENT REGULATION FOR TWENTY-THIRD AIR
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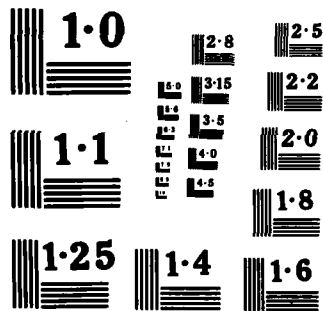
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STUDENT REPORT
AN EXERCISE MANAGEMENT
REGULATION FOR
TWENTY-THIRD AIR FORCE

MAJOR MARVIN C. CHAMPION 85-0415
"insights into tomorrow"

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FOR TWENTY-THIRD AIR FORCE

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Submitted to the faculty in partial fulfillment of
requirements for graduation.

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<p>The 23 AF was formed on 1 Mar 83 to consolidate AF special operations and combat rescue forces under a single command. Since its formation, 23 AF has not published exercise management guidance even though its forces are heavily involved in a worldwide exercise program. This report explains why 23 AF needs an exercise management regulation and includes a draft regulation which would benefit 23 AF exercise planners, if adopted.</p>			
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INTRODUCTION

PURPOSE

Exercise planners within the Twenty-Third Air Force (23 AF) need to develop written guidance to effectively manage the participation of 23 AF units in worldwide exercises. The following will support this assertion by providing background on exercise management in 23 AF, justifying the need for written guidance, and discussing the appropriate format and scope for written exercise management guidance.

BACKGROUND

The author first became involved with exercise management on 27 April 1982, when he was assigned as Chief, Exercise Management Branch, Tactics and Exercise Division at Headquarters Aerospace Rescue and Recovery Service (HQ ARRS), Scott Air Force Base (AFB), Illinois. One of the major projects he inherited was the revision of Headquarters Aerospace Rescue and Recovery Service Operations Plan 9545 (ARRS OPLAN 9545), the primary exercise management guidance for HQ ARRS and subordinate units. The current OPLAN had been published on 4 July 1978 and was badly in need of revision because it did not apply to weather reconnaissance units, nor did it adequately address numerous facets of scheduling, planning, and managing exercises. Procedures for overseas exercises were especially vague. In July 1982, HQ ARRS conducted an Exercise Management Working Group to obtain inputs for the revision from key exercise planners at all levels. However, incentive to complete the revision rapidly disappeared in the August-September time frame as rumors spread concerning the imminent consolidation of special operations and combat rescue forces, possibly under the Tactical Air Command (TAC).

On 7 December 1982, the Chief of Staff of the Air Force (CSAF) put the rumors to rest by directing that special operations and combat rescue forces be consolidated under the Military Airlift Command (MAC) (11:1). The consolidation became effective on 1 March 1983 and a new MAC Numbered Air Force (23 AF) was established at Scott AFB, Illinois. The 23 AF was to exercise command and administrative control of worldwide

special operations forces through the newly formed 2d Air Division (2 AD) at Hurlburt Field, Florida. The 23 AF would exercise command and administrative control of worldwide combat rescue and weather reconnaissance forces through HQ ARRS. After the CSAF decision was announced, HQ ARRS personnel decided it would be futile to revise ARRS OPLAN 9545 prior to receiving guidance from the 23 AF Exercise Division.

In the meantime, the 23 AF staff was not sufficiently stabilized to develop written exercise management guidance. The problems of receiving incoming personnel, establishing office organizations, and coming to grips with the scope of their responsibilities occupied several months. By the time this initial turbulence had begun to settle down, a new development seemed to justify another delay in publishing guidance. This time there were persistent rumors that the Commander in Chief, Military Airlift Command (CINCMAC) was considering a reorganization which would disband HQ ARRS.

In September 1983, CINCMAC announced his reorganization plans. Effective 1 October 1983, HQ ARRS would no longer have command and control of worldwide combat rescue and weather reconnaissance forces. All wings previously reporting to HQ ARRS began reporting directly to the 23 AF. In addition, the 23 AF gained command and administrative control of the aeromedical airlift C-9s and the administrative airlift T-39s assigned to the 375th Aeromedical Airlift Wing, Scott AFB, Illinois (7:1).

Although the organizational structure within 23 AF has not changed appreciably in the past year, manpower shortages and heavy exercise schedules have prevented the 23 AF staff from developing written guidance on exercise management procedures. In Fiscal Year 1984 alone, the 6 assigned officers assisted in planning over 50 exercises in approximately 20 countries (18:--). However, the fact that the 23 AF continues to participate in exercises without written guidance does not mean the written guidance is unnecessary.

NEED FOR WRITTEN GUIDANCE

Although it is extremely outdated, ARRS OPLAN 9545 is the only exercise management guidance available for the 23 AF personnel. Besides the deficiencies already mentioned, there are new problems because it does not apply to special operations units, and HQ ARRS no longer owns combat rescue. As a result, there is a great deal of confusion among subordinate unit planners on basic issues such as how units are scheduled to participate in exercises, how exercise participation is

funded, how to request reserve augmentation in an exercise, who is responsible for developing manpower requirements and sourcing for the exercise, and what is the proper format for an afteraction report (13:1-2). The confusion results in some planning actions not being accomplished in a timely manner and unnecessary duplication of effort on others.

The lack of written exercise management guidance at 23 AF seems to be representative of similar circumstances throughout the Air Force. For example, the exercise management office at HQ MAC was not able to provide any published guidance outlining their overall exercise management policies. Moreover, at the time of this writing, Headquarters, United States Air Force (HQ USAF) does not have published exercise management guidance, either. However, the USAF Inspector General conducted a Functional Management Inspection of exercise planning within the USAF from 13 September 1982 through 19 August 1983 (8:--). Although the specific findings of this inspection are privileged information, it is enlightening to note what happened after the inspection. HQ USAF announced it would publish an exercise management regulation with the following characteristics (6:1):

AFR 55-37, Air Force Participation in the Military Exercise Program, provides the basic foundation, structure, and objectives of an integrated, comprehensive Air Force Exercise Program. It provides basic policy guidance relevant to the design, planning, execution, and evaluation of exercises throughout the Air Force. The regulation identifies specific responsibilities for Headquarters, Department of the Air Force, Air Force Major Commands, Separate Operating Agencies, and Direct Reporting Units.

The inadequacy of ARRS OPLAN 9545, the confusion at subordinate units, the lack of written guidance from higher headquarters, and the increased emphasis that will be placed on exercise management through the new AFR 55-37, all indicate there is a need for new exercise management guidance for 23 AF. Furthermore, in a recent letter about the need for writing new exercise management guidance (16:2), the Chief of the Exercise Division at 23 AF wrote, "...do it ASAP! The need exists."

FORMAT

After concluding the 23 AF exercise planners needed new written guidance, the next question to resolve was that of format. Three types seemed to have merit--OPLAN, handbook, and regulation. As previously stated, the only written exercise

management guidance in use now by the 23 AF is in OPLAN format. This format is difficult to use because it consists of annexes, appendices, and paragraphs whose titles are prescribed by Air Force Regulation 28-3. Many of the elements of the format are not applicable to general information on exercise planning. In addition, the various annexes and appendices often contain redundant material. In general, the rigid format results in a loss of readability. The Chief of the Exercise Division at 23 AF stated that he preferred not to have the written guidance in OPLAN format (17:--).

A second format considered was the handbook format. While this format would be ideal for use within HQ 23 AF, it did not seem suitable for guidance which would be published at 23 AF and be directive on subordinate units. The guidance must be directive in order to assign responsibilities to subordinate units, establish suspenses for various actions, and establish a standard format for reports.

The regulation format overcomes the deficiencies of both the OPLAN and handbook formats. Regulations can be concise and easy to read without redundancy. Regulations are also ideal for conveying mandatory actions and responsibilities to subordinate units. Therefore, regulation format seemed to be the most desirable for conveying 23 AF exercise management guidance.

SCOPE

It is not feasible for the 23 AF exercise management staff to be involved with every exercise planned. Forces of the 23 AF participate in many different types of exercises ranging from those directed by the Joint Chiefs of Staff (JCS) to those planned and conducted by an individual unit. Past practice has been to monitor only the larger exercises which draw the greatest amount of command interest. This has usually meant exercises sponsored by major commands (MAJCOMS), JCS-directed, and JCS-coordinated exercises. Therefore, an exercise management regulation should only address participation of forces in those types of exercises.

In addition to limiting the types of exercises, the regulation should only address exercise participation of combat rescue, special operations, and weather reconnaissance forces. Although the 23 AF also commands other types of forces which participate in exercises (i.e., security police, aeromedical airlift, and administrative airlift), the participation of these forces is planned and monitored by the functional area managers at HQ MAC.

SUMMARY

The 23 AF does not have adequate written guidance on exercise management at the present time. Exercise planners at the 23 AF headquarters and subordinate units need a regulation which establishes exercise management procedures for combat rescue, special operations, and weather reconnaissance forces participating in JCS-directed, JCS-coordinated, and MAJCOM-sponsored exercises. Therefore, the author (through coordination with the 23 AF Exercise Division) determined he would develop exercise management guidance for 23 AF as his Staff Problem Solving Project while attending Air Command and Staff College. The following chapters represent the author's recommendation for a 23 AF exercise management regulation.

c. Administrative and Housekeeping Supplies. When deploying to a location without a supporting US Air Force supply organization, units should attempt to deploy with all required administrative and housekeeping supplies. When Air Force supply support will be available at the beddown base, the deploying unit should obtain an obligation authority (OA) for supply purchases. Obtain the OA from the home station accounting and finance office prior to departure.

(2) Special Assignment Airlift Mission (SAAM). In exercises where MAC is not conducting strategic deployment/redeployment missions as an exercise participant, units must request SAAM. Request SAAM in accordance with AFR 76-29 and include 23 AF/DOOM/DOOX/LGX as information addressees. SAAM is funded by 23 AF, so 23 AF/DOOM must validate the request before MAC will schedule the mission. Since budgeting money for SAAMs is part of the overall Department of Defense Planning, Programming, and Budgeting System, 23 AF must submit its forecast for SAAM funds approximately 15 months prior to the beginning of the fiscal year in which it will be spent. The forecast submitted must be justified on the basis of missions that have been previously supported combined with new requirements. Therefore long lead times are required if units want to insure availability of SAAM funds for programs not currently funded. However, if unexpected requirements arise, the unit should still submit a SAAM request since funds are often available from other missions which have been cancelled.

3. MAINTENANCE POLICY.

a. Depot maintenance programs take precedence over exercise tasking (2:D-1). Conflicts between exercise and depot maintenance schedules should be resolved through 23 AF/LG as soon as possible.

b. Deployed personnel will continue to perform Maintenance Data Collection (MDC) documentation. Unless otherwise directed, MDC will be processed through the home station. (2:D-1)

c. As soon as possible after deployment, the senior maintenance officer/NCO will provide a list of key personnel to 23 AF/LRC by telecon. The list will contain name, duty phone and quarters phone for the mission commander, operations officer, maintenance officer/supervisor, and supply specialist. (2:D-2)

d. Deployed units will accomplish aircraft status reporting to their home unit (or the next higher level) at least daily.

4. SUPPLY PROCEDURES.

a. War Readiness Spares Kit (WRSK). The tasking message will direct whether or not to deploy with WRSK. Units will control WRSK in accordance with MACR 400-2, Chapter 2. (2:D-3)

b. Resupply. Units will resupply from the following sources in the order given (2:D-3):

- (1) The beddown base on a fill or kill basis.
- (2) Lateral support to include the MAC Forward Supply Support System and the Det 1/Det 3 representative in the theater Logistics Readiness Center (LRC).
- (3) Home station.

Chapter Four

LOGISTICS

1. LOGISTICS PLANNING. Participating unit project officers are responsible for identifying logistics requirements to the exercise sponsor. Some exercise sponsors require this information to be input during planning conferences, while others solicit the information through message traffic with suspenses. Project officers at all levels will monitor the submission of logistics requirements and consider the following areas (2:0-1-1):

- a. Messing (times required, flight lunches, potable water).
- b. Billeting (officer, enlisted, aircrew, shift worker, and female requirements).
- c. Ramp, hangar, and office space.
- d. POL.
- e. Liquid oxygen.
- f. Aerospace ground equipment (AGE).
- g. Weapon and munitions storage areas.
- h. Medical storage facilities (pararescue).
- i. Vehicle/transportation requirements.

2. DEPLOYMENT/REDEPLOYMENT.

a. General. Use guidance in Aerospace Rescue and Recovery Service Mobility and Deployment Plan 9446 (ARRS MOPLAN 9446) for planning, organizing, and conducting mobility and deployment operations.

b. Airlift Requests.

(1) Exercise Airlift. In most exercises directed or coordinated by the Joint Chiefs of Staff (JCS), MAC conducts strategic deployment/redeployment missions as part of the exercise. The JCS provides the exercise sponsor with funds for the airlift at levels specified in the 5-year exercise schedule. Units desiring exercise airlift must request the support in accordance with instructions from the exercise sponsor. Since airlift funds are usually in short supply, competition is keen, and the request should be submitted as early as possible. After the deadline for the requests, the sponsor will prioritize them, and if there is not enough money to go around, the unfunded units are usually dropped from the exercise.

cargo airdropped, number of survivors recovered, weather tracks flown, etc.

5. Explanation of ineffective or aborted missions.

6. Description of problem areas requiring assistance from within 23 AF channels.

NOTE: The initial report will be transmitted within 24 hours after arrival at the operating location and will contain the arrival date and time for each segment of unit personnel and equipment.

3. CONCEPT OF OPERATIONS.

a. Planners at all levels will insure proposed concepts of operations are consistent with current USAF and 23 AF tactical doctrine, theater war plans, unit designed operational capability (DOC), and unit type code (UTC) mission capability statements.

b. Forward requests for deviations to the above through channels to 23 AF/DO for approval prior to incorporating the concepts into exercise plans.

NOTE: The intent of this paragraph is to insure doctrinally sound scenarios. On some occasions, exercise variables such as location of opposing troops and threat intensity may have to be simulated. When used in conjunction with an acceptable scenario, "simulations" do not require 23 AF/DO approval.

4. WAIVERS. All exercise missions will be conducted in accordance with current flying and operational regulations. When waivers are required to test new procedures or to comply with restrictions imposed by the exercise sponsor in the planning phase, it is the responsibility of the 23 AF exercise planners to anticipate the need for waivers and initiate the waiver requests prior to the exercise. After the start of an exercise, the unit requiring the waiver will initiate the waiver request. All waiver requests will be submitted in accordance with the governing directive.

(b) The parent wing will designate a Combat Rescue Mission Commander to command flying units or pararescue teams not operating as part of a flying unit. The grade of the mission commander will be commensurate with the forces and responsibilities assigned during the exercise. Chain of command will be from mission commander, to parent squadron commander, to wing commander, to 23 AF commander. When units from different wings operate together as one unit at the same location, 23 AF/DO will designate the mission commander.

(3) Weather Reconnaissance. The parent wing will designate a Reconnaissance Task Force Commander (RTFC) to command 23 AF personnel deployed for exercise weather reconnaissance activity. The RTFC will normally be in the grade of O-3 or above. Chain of command will be from RTFC to parent squadron commander, to wing commander, to 23 AF commander.

c. Operational Control (OPCON). Transfer of OPCON between 23 AF and using command will be clearly specified in implementing exercise plans or tasking messages. In joint exercises, the following procedures will normally apply:

(1) The commander of the unified special operations command exercises OPCON of 23 AF special operations forces through COMAFSOB.

(2) The Air Force Component Commander (COMAFFOR) exercises OPCON of 23 AF combat rescue forces through COMCRF.

(3) Weather reconnaissance forces do not transfer OPCON. CINCMAC continues to exercise OPCON through Commander, 23 AF; Commander, 41 RWRW; and the RTFC.

d. Operational Reporting.

(1) During the exercise, units will continue all normal reporting such as Military Air Integrated Reporting System (MAIRS), Unit Status and Identity Report (UNITREP), MAC HOMELINE, etc.

(2) In addition, COMAFSOBs, COMAFSODs, COMCRFs, mission commanders, and RTFCs will submit a daily exercise activity report via message to 23 AF/DO with information copies to participating air divisions, wings, squadrons, and detachments.

(a) Use the format and cutoff times specified in exercise OPORDs.

(b) If exercise OPORDs do not require daily activity reports, the above individuals will determine the most suitable cutoff time and use it for each daily report throughout the exercise. Reports will include the following information:

1. Report number. (Number consecutively throughout the exercise.)
2. Exercise name.
3. "As of" date and time.
4. Brief recap of each sortie to include mission accomplishment data such as amount of personnel or

tasking message will be determined in large part by the command and control arrangements used by the sponsoring MAJCOM and the amount of detail in the MAJCOM exercise OPORD.

d. The unit tasking messages do not authorize movement of personnel. HQ MAC/DPXX is the sole agency authorized to direct movement of personnel for exercise operations, including aircrew members participating in the employment phase of an exercise (1:34). Chapter 5 of this regulation discusses personnel tasking procedures

2. COMMAND AND CONTROL.

a. General. Since each exercise is unique in the level of headquarters formed and the makeup of the command and control structure, 23 AF project officers must insure that OPORDs and tasking messages for each individual exercise specify clear lines of command and control for all participating 23 AF personnel.

b. Command of Forces.

(1) Special Operations.

(a) When 23 AF forces will be assigned to an Air Force Special Operations Base (AFSOB), 2d Air Division (2 AD) will recommend an individual to serve as Commander, AFSOB (COMAFSOB) to 23 AF/DO. If 23 AF/DO approves the recommendation, 23 AF/DO will nominate the individual to HQ MAC/DO who normally designates the COMAFSOB. The COMAFSOB will normally be in the grade of O-6 or above. Chain of command will normally be from COMAFSOB to Commander, 23 AF.

(b) When 23 AF forces will be assigned to an Air Force Special Operations Detachment (AFSOD), 2 AD will nominate and 23 AF/DO will designate the individual to serve as Commander, AFSOD (COMAFSOD). The COMAFSOD will normally be in the grade of O-5 or above. Chain of command will normally be from COMAFSOD to COMAFSOB to Commander, 23 AF.

(c) If the exercise command structure does not utilize either a COMAFSOB or COMAFSOD, 1st Special Operations Wing (1 SOW) will nominate and 2 AD will designate an individual to serve as Special Operations Mission Commander. The grade of the mission commander will be commensurate with the forces and responsibilities assigned during the exercise. Chain of command will normally be from mission commander to parent squadron commander to wing commander to air division commander to 23 AF commander.

(2) Combat Rescue.

(a) When the Air Force Component Commander in joint exercises requires a search and rescue liaison officer on the staff, this individual will be known as Commander, Combat Rescue Forces (COMCRF). 23 AF/DO will task the appropriate wing to nominate an individual to serve as COMCRF. 23 AF/DO will then make the final designation of COMCRF. COMCRF will normally be in the grade of O-6 or above. Chain of command will be from COMCRF to Commander, 23 AF.

Chapter Three

OPERATIONS

1. TASKING PROCEDURES

a. Listing a unit on the 23 AF exercise schedule constitutes advance notification of the requirement to support the exercise. The unit should take all long-range actions necessary to prepare for subsequent tasking.

b. HQ 23 AF and Det 1/Det 3 will task 23 AF units for JCS exercises in the following manner:

(1) For exercises in areas other than Europe and the Pacific, HQ 23 AF will transmit a formal unit tasking message not later than 5 months prior to D-Day.

(2) For exercises in the European/Pacific theaters, Det 1/Det 3 will transmit a formal unit tasking message to theater-assigned participants not later than 5 months prior to D-Day.

(3) When CONUS augmentation is required for an exercise in the European/Pacific theater, Det 1/Det 3 will request the augmentation by transmitting a proposed unit tasking message to include personnel requirements (see Chapter 5) not later than 6 months prior to D-Day. After coordination through channels with the unit being tasked, HQ 23 AF will either approve, disapprove, or recommend modifications to the proposed unit tasking.

(4) Use the tasking message format in Aerospace Rescue and Recovery Service Mobility and Deployment Plan 9446 (ARRS MOPLAN 9446) for formal unit tasking messages. The tasking message should concentrate on deployment, change of operational control (OPCON) and redeployment since the unified or air component command exercise operations orders (OPORDs) will dictate employment procedures.

c. Det 1/Det 3 and air division/wings will task 23 AF units for MAJCOM-sponsored exercises in the following manner:

(1) For exercises in the European/Pacific theaters, Det 1/Det 3 will transmit a formal unit tasking message to theater-assigned participants not later than 2 months prior to D-Day.

(2) For exercises in other areas, the applicable air division/wing will transmit a formal unit tasking message not later than 2 months prior to D-Day.

(3) Use the tasking message format in ARRS MOPLAN 9446 for formal unit tasking messages. The amount of detail in the

c. **Trusted agents:** Exercise participants who are given advance information concerning a mission so they will be able to resolve conflicts, insure certain required actions are completed, or introduce new information into the scenario at a prearranged time. Trusted agents are chosen to augment the control group during specific missions when it is more advantageous to have a participant perform the control group duties. For example, a trusted agent might be used when the control group has insufficient personnel or needs the unique skills of the trusted agent.

3. PROCEDURES.

a. Responsible organizations will designate control group directors in accordance with Chapter 1. The designating organization will approve additional control group members based on the complexity of the exercise scenarios and the recommendations of the control group director.

b. When the exercise sponsor has formed an overall exercise control group, the 23 AF control group director will report to the control group authority at the next higher level. When there is no overall control group organization, the 23 AF control group director reports directly to the commander of the organization tasked to designate the control group director.

c. Control groups are responsible for developing scenarios and controlling exercise play so that the objectives of the exercise are achieved. Therefore, control group members will normally deploy to key operating locations during the exercise. Controlling exercise play should not be construed as micromanagement to the point where players are not permitted to make mistakes or "deviate" from the planned scenario. Except when safety is a consideration, players should be allowed to learn from their mistakes. However, control group members should be sensitive to the fact that some mistakes, if not corrected, may detract from the overall objectives of the scenario and jeopardize beneficial training for other players downstream. Good judgment is the key to making decisions of this type and controllers should strive to make all inputs as realistic as possible.

d. Because some planning factors will be known only by the control group and not by participating units, the control group director must insure all control group requirements are passed on to the exercise sponsor prior to established deadlines during the planning phase. Use Attachments 1 through 3 as guides for insuring control group requirements have been properly planned.

Chapter Two

CONTROL GROUP/TRUSTED AGENT PROCEDURES

1. GENERAL.

a. Preplanned scenarios and extensive coordination with other exercise players are essential ingredients for achieving realism in exercises and thus maximizing the effectiveness of the exercise. Time factors, financial constraints, and safety considerations all tend to limit the amount of realism which can be achieved in an exercise, but these limitations can be overcome by thorough planning.

b. Although pre-exercise planning is essential, excessive involvement of personnel from the participating unit can actually detract from realism. Exercise objectives can be designed to evaluate many different aspects of a unit's capabilities, but the results will be distorted if unit personnel have too much advance information about their exercise tasking. Some exercises turn out to be no more challenging than flying normal training lines at home station.

c. To increase realism and more effectively exercise all functional areas of participating units, 23 AF units will use control groups to the maximum extent possible during the planning and execution of JCS-directed, JCS-coordinated, and MAJCOM-sponsored exercises. Normally, personnel will not perform control group functions in their unit of assignment. (Exception: Due to the limited scenario play during weather reconnaissance activities, the participating unit may supply the control group personnel.)

2. DEFINITIONS.

a. Control group: A person, or staff of people, responsible for developing and controlling exercise scenarios. The control group has knowledge of planned mission events prior to execution and may be designated to coordinate/control specific or overall scenario inputs.

b. Exercise directing staff (DISTAFF): (JCS Pub 1 definition) "A group of officers who, by virtue of experience, qualifications, and a thorough knowledge of the exercise instructions, are selected to direct or control an exercise (12:137)." The term "DISTAFF" is most commonly used in Europe. For the purposes of this regulation, the terms "control group" and "DISTAFF" are synonymous.

c. Participating units will designate an exercise project officer to work closely with air division, wing, HQ 23 AF/Det 1/Det 3, and the exercise sponsor on all phases of exercise planning.

(b) serve as liaison between Nellis AFB support personnel and 23 AF units, as required.

(4) Air division/wings will

(a) normally send representatives to planning conferences for MAJCOM-sponsored exercises.

(b) send representatives to planning conferences for other exercises, as required and as approved by HQ MAC/DOOX. It is especially desirable for air division/wing attendees to be present when more than one squadron/detachment will participate in the exercise, or when the air division/wing attendee will serve as directing staff (DISTAFF) or control group director.

(c) comply with paragraph 4.c.(1)(c) of this chapter if HQ 23 AF and Det 1/Det 3 personnel did not attend.

(5) Squadrons/detachments will

(a) normally send representatives to planning conferences for MAJCOM-sponsored exercises.

(b) send representatives to planning conferences for other exercises, as required and as approved by HQ MAC/DOOX.

(c) comply with paragraph 4.c.(1)(c) of this chapter if no other 23 AF personnel attend the conference.

5. OTHER PLANNING RESPONSIBILITIES.

a. HQ 23 AF/Det 1/Det 3 will

(1) designate an exercise project officer for each JCS-directed, JCS-coordinated, and MAJCOM-sponsored exercise to insure completion of planning actions required by the remaining chapters of this regulation.

(2) designate a DISTAFF/control group director for each JCS exercise. Det 1/Det 3 will designate the director for exercises in their respective theaters, and HQ 23 AF will designate the director in other theaters. The same individual may serve as both project officer and DISTAFF/control group director. HQ 23 AF may direct a subordinate unit to supply the DISTAFF/control group director.

(3) monitor unified command and MAJCOM message traffic to insure subordinate units perform all required planning actions and supply all required planning data to the exercise sponsor.

b. Participating air division/wings will

(1) designate an exercise project officer for applicable exercises to insure completion of all planning actions required by the sponsor and the remaining chapters of this regulation.

(2) designate the exercise DISTAFF/control group director for MAJCOM-sponsored exercises. The same individual may serve as both project officer and DISTAFF/control group director, or the air division/wing may direct a subordinate unit to supply the director.

assessment of the value of the exercise or the capability of their units to support it.

(2) monitor participation of their units in MAJCOM-sponsored exercises.

(3) Provide HQ 23 AF with desired unit participation in recurring MAJCOM-sponsored exercises such as RED FLAG and QUICK FORCE.

4. PLANNING CONFERENCE RESPONSIBILITIES.

a. General. Since there is no standardized method of naming and conducting planning conferences, it is impossible to develop a system of rules to dictate specific conferences which planners should attend or to prescribe the command level which should supply the attendee. Common sense must prevail based on the complexity of the exercise, the number and type of 23 AF units participating, and the availability of personnel. Functional areas requiring representation must also be determined on a case-by-case basis. HQ MAC/DOOX exercises approval authority for attending JCS exercise planning conferences (14:53).

b. Funding. Request the fund cite from 23 AF/DOOX by message, with information copy to HQ MAC/DOOX. Include number of personnel attending (officer and enlisted), functional area, and itinerary. HQ MAC/DOOX will issue the appropriate fund cite for all authorized attendees (14:53). Attendees at MAJCOM-sponsored exercise conferences will use unit funds unless some other agency has agreed to furnish funds.

c. Responsibilities.

(1) HQ 23 AF will

(a) normally send representatives to planning conferences for JCS exercises in areas other than Europe and the Pacific, as approved by HQ MAC/DOOX.

(b) send representatives to planning conferences for other exercises, as required.

(c) within 15 days after the conference, disseminate a summary of planning conference actions to include a list of 23 AF objectives in the exercise. Objectives should be determined by considering overall exercise objectives, as well as participating unit inputs.

(2) Det 1/Det 3 will

(a) normally send representatives to planning conferences for JCS exercises in their respective theaters, as approved by HQ MAC/DOOX.

(b) send representatives to MAJCOM-sponsored exercises, as required.

(c) comply with para 4.c.(1)(c) of this chapter if HQ 23 AF personnel did not attend the conference.

(3) OL-N will

(a) assist 23 AF planners during attendance at planning conferences for exercises at Nellis AFB.

Det 1 or Det 3 through the air component command, it is essential that Dets 1 and 3 coordinate any exercise schedule inputs to their respective air component commands with HQ 23 AF.

b. HQ 23 AF Responsibilities. HQ 23 AF will

(1) oversee the development of a 5-year exercise schedule for JCS exercises. The 5-year schedule will serve as an internal management tool for developing training objectives, as well as forming the basis for out-year exercise funding.

(13:3)

(2) update the 5-year schedule at least annually through coordination with Det 1, Det 3, and appropriate air division/wings. (13:3)

(3) publish and distribute the revised schedule to all applicable units (including HQ MAC/DOOX) not later than 31 October of each year.

(4) coordinate participation of 23 AF forces in MAJCOM-sponsored exercises in the continental United States (CONUS), e.g., RED FLAG, BLUE FLAG, and QUICK FORCE. HQ 23 AF will disseminate the schedule for these exercises to the appropriate air division/wings and forward requests for participation from the air division/wings to the MAJCOM sponsor. Conflicts between wings will be resolved at HQ 23 AF.

(5) keep OL-N informed of all 23 AF unit participation in exercises on the Nellis Air Force Base (AFB) range complex.

c. Det 1/Det 3 Responsibilities. For their respective theaters, Det 1/Det 3 will

(1) coordinate with HQ 23 AF and appropriate air division/wings when making exercise schedule inputs to HQ USAF/PACAF.

(2) recommend JCS exercise participation for 23 AF forces for the next 5 years to HQ 23 AF and appropriate air division/wings not later than 30 September of each year.

(3) coordinate with the sponsor and parent air division/wing for participation of theater-assigned 23 AF forces in HQ USAF/PACAF-sponsored exercises, e.g., CREEK WARRIOR and COPE THUNDER. Det 1/Det 3 will also advise HQ 23 AF whenever 23 AF units are scheduled to participate in HQ USAF/PACAF-sponsored exercises.

(4) relay requests for CONUS unit participation in theater exercises to HQ 23 AF with information copies to the parent air division/wing.

d. OL-N Responsibilities. Monitor schedule of exercises at Nellis AFB ranges which will include 23 AF participation and advise of factors which may impact on participation.

e. Air Division/Wing Responsibilities. Appropriate air division/wings will

(1) coordinate on JCS exercise participation proposed by HQ 23 AF in CONUS and Det 1/Det 3 in their respective theaters. Wing personnel are often able to provide a better

Chapter One

PLANNING RESPONSIBILITIES

1. GENERAL. Timely and comprehensive planning is critical to the success of exercises and requires the involvement of all echelons of command and all functional disciplines. To be most effective, planners must have full knowledge of the exercise objectives, the resources available, and any limitations or restrictions on the use of the resources. Therefore, it is essential that a concise and orderly planning cycle be developed and implemented for all phases of exercise participation. (3:1)

2. SCOPE. This regulation applies to Headquarters Twenty-Third Air Force (HQ 23 AF); Detachment 1 (Det 1), 23 AF; Det 3, 23 AF; Operating Location N (OL-N), 23 AF; 2d Air Division (2 AD); and all subordinate wings, squadrons, and detachments which are tasked to perform combat rescue, special operations, or weather reconnaissance missions. Units will use the procedures in this regulation when planning participation in all exercises directed or coordinated by the Joint Chiefs of Staff (JCS) or sponsored by a major command (MAJCOM), whether command post exercises (CPX) or field training exercises (FTX).

3. SCHEDULING RESPONSIBILITIES.

a. General. There is a high potential for conflict in the JCS exercise scheduling process unless there is close coordination between HQ 23 AF and 23 AF liaisons to HQ United States Air Forces in Europe (HQ USAFE) and HQ Pacific Air Forces (HQ PACAF). All unified and specified commands submit 5-year exercise programs to the JCS annually by 15 January. The programs specify dates, locations, objectives, force lists, and other details for the 5-year period beginning 1 October of the following year. The JCS refines the programs and conducts an exercise scheduling conference in February to eliminate conflicts. Then the JCS publishes the approved 5-year program. (10:3-2). Responsibility and authority for scheduling 23 AF forces lies with representatives from HQ Military Airlift Command (HQ MAC). Normally, the HQ MAC inputs will have been coordinated with 23 AF prior to the conference. At the conference, a conflict may arise if the unified command is dissatisfied with the forces offered by HQ MAC. Since the unified command may base their requirements on inputs from

Chapter Five

PERSONNEL

1. GENERAL.

a. The Contingency Operation/Mobility Planning and Execution System (COMPES) is an automated system which improves Air Force responsiveness to contingencies. COMPES provides standardized automated support which integrates the logistics, manpower, personnel, and operations functions during contingency planning or execution. During the planning phase, COMPES allows planners to define manpower and materiel required for support of any Joint Chiefs of Staff (JCS) or Air Force operations plan by interfacing with the Joint Operation Planning System (JOPS) and the Joint Deployment System (JDS). On execution, COMPES will identify which units and resources are to move and track the resources from home station to the employment base. The MANPER-M module of COMPES allows major commands (MAJCOMs) to task personnel for contingencies and exercises by electronically transmitting standard levy/allocation cards to the Consolidated Base Personnel Office (CBPO) supporting the tasked personnel. Before the MAJCOM can flow the levy cards through COMPES, it must first build a Deployment Manning Document (DMD) with sourcing. (5:40-41)

b. Since Military Airlift Command (MAC) Regulation 28-2 requires the use of COMPES for exercise temporary duty (TDY), the following paragraph outlines procedures for translating personnel requirements into DMDs.

2. PERSONNEL TASKING PROCEDURES.

a. Developing Personnel Requirements.

(1) When HQ 23 AF, Det 1, or Det 3 transmits a unit tasking message, they will normally task units to deploy specific force packages identified by a Unit Type Code (UTC). Personnel requirements are defined by the manpower portion of the UTC (MANFOR).

(2) If no UTC is specified, or if UTC tailoring is authorized, the tasked unit will forward personnel requirements through channels to the tasking authority.

(3) For JCS exercises, the sponsor or subordinate elements will often develop requirements for 23 AF personnel to serve as liaison personnel in various headquarters or to serve on the exercise control group.

b. Validating Personnel Requirements.

(1) For exercises in the European and Pacific theaters, Det 1/Det 3 will submit validated requirements for 23 AF personnel to the theater personnel planners in accordance with theater procedures and deadlines. Det 1/Det 3 will submit both theater-assigned and augmentation (out-of-theater) requirements; however, Det 1/Det 3 will first coordinate augmentation requirements with HQ 23 AF in accordance with Chapter 3, paragraph 1.b.(3) of this regulation.

(2) For JCS exercises in CONUS and for all weather reconnaissance exercise deployments, wings will submit personnel requirements to 23 AF/CSP for validation not later than 2 months prior to deployment. For MAJCOM-sponsored exercises in CONUS, wings will submit personnel requirements to 23 AF/CSP for validation not later than 40 days prior to deployment. The requirements listing must clearly identify the location, UTC, and inclusive dates of TDY. Whenever possible, it is best to submit the requirements in the form of a standard UTC with tailoring indicated by additions and deletions to the standard UTC. If this is not practical, use a non-standard UTC. See Attachment 4 for a sample format for submitting requirements to 23 AF/CSP.

(3) 23 AF/CSP will forward validated personnel requirements to HQ MAC/DPXX not later than 45 days prior to deployment for JCS exercises and 30 days prior to deployment for MAJCOM-sponsored exercises.

(4) When the JCS exercise sponsor establishes requirements for liaison and control group personnel, these requirements are usually submitted directly to the theater Air Force Component personnel office (HQ TAC, HQ PACAF, or HQ USAFE/DPXX) to be included in the augmentation DMD. To avoid duplication and short notice surprise taskings, 23 AF planners who attend planning conferences should attempt to determine the augmentation requirements of the sponsor.

c. Personnel Requirements Sourcing. Wings will include sourcing on all requirements submitted to 23 AF. Det 1, Det 3, and 23 AF/CSP will coordinate sourcing with subordinate units to the maximum extent possible before submitting requirements to HQ USAFE, HQ PACAF, or HQ MAC/DPXX. Sourcing must be identified before levy cards can flow because the sourcing identifies which CBPO will receive the levy card. Sourcing must also be specific. For example, identifying 40th Aerospace Rescue and Recovery Squadron (40 ARRS) as the source is unacceptable if 40 ARRS intends to relay the tasking to Detachment 5, 40 ARRS because the squadron and the detachment are on different bases and have different servicing CBPOs.

d. The personnel tasking process is complete when the servicing CBPO receives the levy/allocation cards and the unit identifies members to fill each requirement. The losing CBPO then publishes TDY orders for each tasked member and forwards computerized mini-records to the gaining location.

3. PERSONNEL FUNDING.

a. JCS Exercises. Units will use Major Force Program (MFP) II, Program Element Code (PEC) 28011 funds to support all JCS exercises. The applicable MAC funding point (HQ 23 AF, Wing, or Squadron) will request these funds from HQ MAC/ACBO quarterly based on anticipated JCS exercise involvement. Quarterly estimated requirements are due to HQ MAC/ACBO by the 20th day of the month preceding the beginning of the quarter involved. The unit of assignment, using JCS exercise funds, is responsible for the cost of contract quarters when billeting is not the responsibility of a host Air Force installation. Therefore, the funds request must include a sufficient amount to pay for contract quarters when applicable. JCS exercise airlift missions will be used to minimize travel costs. All participating 23 AF units will contact the controlling MAC Air Force to arrange transportation aboard an exercise prime or self-support aircraft. Personnel traveling aboard an exercise mission will be considered as part of a unit move and the Airlift Service Industrial Fund (ASIF) will not charge for the travel. If the controlling MAC Air Force cannot accommodate the personnel on an exercise mission, they will be authorized travel via ASIF or commercial means. (14:53-54)

b. Non-JCS Exercises. Travel, per diem, and billeting are the responsibility of the unit of assignment.

4. AIR RESERVE FORCE (ARF) PARTICIPATION.

a. General. The ARF consists of both Air Force Reserve (AFRES) and Air National Guard of the United States (ANGUS) units. Participation of these units in exercises with active duty forces is highly beneficial. However, many special rules and procedures tend to complicate the process for active duty planners to fully utilize the ARF resource. One particularly confusing aspect is the fact that ARF personnel may be funded by either the Reserve Personnel Appropriation (RPA) or the Military Personnel Appropriation (MPA). The details that follow are intended to help active duty planners understand the constraints that sometimes limit ARF participation and understand the planning actions necessary to obtain ARF participation when desired.

b. RPA Man-days. While there are many different types of tours which utilize RPA man-days, the two most important to the exercise planner are annual training (AT) tours and special tours of active duty for training (ADT). A key consideration in the use of RPA man-days is the tour must provide training or serve to maintain or increase mobilization readiness (9:6-3).

(1) AT Tours. AT is usually done in a single tour of 14 or 15 consecutive days, or 12 to 14 days for individual mobilization augmentees (IMAs). Split tours can be approved, if justified (9:5-1 - 5-2). While some units like to schedule the AT for all personnel at the same time, e.g., summer camp,

others retain some flexibility and have personnel available for AT tours throughout the year.

(2) Special Tours of ADT. These tours are authorized for Air Force Reserve participation in joint training exercises. AF Regulation 35-41, Volume II is the governing directive. Special tour ADT requirements, projected 2 years in advance, are compiled by AFRES for units and by Air Reserve Personnel Center (ARPC) for IMAs, and a summary sent to HQ USAF/REF by 15 July of each year for preparing the budget. For example, the FY 1987 requirements would be projected in July 1985. After the budget is approved, HQ USAF/REF allocates the next fiscal year's special tour ADT man-days to AFRES and ARPC. A member's application for a special tour of ADT must go through channels to arrive at AFRES or ARPC at least 30 days before the tour starts. (916-4 - 6-5)

NOTE: The ANGUS equivalent of the RPA man-day is the NGB work-day (see ANGR 50-1) (4:30).

c. MPA Man-days. MPA man-days are authorized to support the short-term needs of the active force by providing members of the ARF tours of active duty. These tours are for the convenience of the government and are used only when there is a need for personnel, unique skills, or resources that cannot be economically met from the resources of the active force. Neither experience gained by the member, nor the enhancement of mobilization readiness are valid considerations in determining if an MPA man-day tour is warranted. MAJCOMs submit requests for MPA man-days to HQ USAF by 15 June each year for the next fiscal year. Requests must contain justification, mission impact if disapproved, and a summary of all attempts to obtain active assistance. AFR 35-41, Vol IV is the governing directive for management of MPA man-days. (4:3-7)

d. Requests for ARF Participation. Normally, ARF participation in exercises should be planned, programmed, and funded in advance as training and accomplished using RPA man-days or NGB work-days (4:30). If any active duty unit anticipates the need for ARF unit participation as a backfill for active units, the requirement must be fully justified and forwarded through channels to the 23 AF functional manager as soon as possible. The functional manager will review the request and determine whether the requirement can be met with active duty resources. If the functional manager determines ARF assistance is required, the request will be relayed to the man-day manager (23 AF/DOOM).

Chapter Six

AFTERACTION PROCEDURES

1. GENERAL. Afteraction reports play an important role in identifying deficiencies and recommending improvements in exercise planning, logistics support, tactics, mobility procedures, and other elements of combat capability. This chapter establishes requirements for afteraction reporting and procedures for following up afteraction items.

2. AFTERACTION REPORTING.

a. COMAFSOBs, COMAFSODs, COMCRFs, Mission Commanders, and RTFCs are responsible for submitting formal afteraction reports. Informal reports to the next higher exercise level are acceptable if the commander at that level submits a consolidated report, e.g., the COMAFSOD may provide informal inputs to the COMAFSOB who submits a consolidated report. Commanders will submit 2 copies of the formal afteraction report to the wing/air division commander who designated or nominated the commander within 20 days after the end of the exercise. Within 5 working days after receipt, the air division/wing commander will forward the original to 23 AF/DO with appropriate remarks and retain the second copy for reference. Use Attachment 5 as a guide for the afteraction report format.

b. If exercise operations orders (OPORDs) require afteraction reports, commanders may submit copies of these reports to satisfy the requirements of the above paragraph. Attach a cover letter to show the proper routing within 23 AF channels and use attachments to report any items relevant to 23 AF which were not included in the reports.

3. AFTERACTION FOLLOWUP.

a. When the air division/wing receives an afteraction report, they will review the report for items which require action at the air division level or below. The air division/wing commander will identify these items on the copy forwarded to 23 AF/DO. The air division/wing staff will then be responsible for responding to those items unless they later determine 23 AF assistance is required, or if the 23 AF staff determines a 23 AF response is more appropriate.

b. When 23 AF receives the afteraction report, 23 AF/DOOX will assign tentative offices of primary responsibility (OPRs),

distribute copies to each applicable Deputy Chief of Staff (DCS), and schedule a meeting to discuss the report. Each directorate identified as an OPR will review the report, attend the meeting, and accept or reject responsibility for responding to its assigned items. If a directorate rejects an item, the appropriate OPR will be determined before the meeting adjourns. After the meeting, each directorate will keep the affected unit informed by telecon or correspondence of all actions taken and maintain documentation of the actions with the file copy of the afteraction report.

Attachment One

CONTROL GROUP PLANNING GUIDANCE--COMBAT RESCUE

1. Identify simulated survivors.
2. Coordinate survivor requirements to include
 - a. billeting.
 - b. method of insertion.
 - c. survival equipment, helmets, rations, etc.
3. Identify aggressor force.
4. Identify aggressor requirements to include
 - a. field equipment.
 - b. vehicles.
 - c. communications procedures.
 - d. pyrotechnics.
5. Coordinate survivor/aggressor maneuver areas with range authorities.
6. Coordinate helicopter landing zones with range authorities/land owners.
7. Coordinate helicopter low level routes, air refueling tracks, and HC-130 Airborne Mission Commander (AMC) orbits with airspace manager.
8. Identify communications equipment and frequency requirements for control group personnel.
9. Identify office space, vehicles, and billeting requirements for control group personnel.
10. Coordinate rendezvous time/location with Search and Rescue Task Force (SARTF) participants.

11. Insure control group personnel have been included in DMD.

12. Process waiver requests through channels when exercise plans require deviation from standard procedures.

Attachment Two

CONTROL GROUP PLANNING GUIDANCE--SPECIAL OPERATIONS

1. Insure MC-130 drop zones have been surveyed and approved for applicable type of drop.
2. Coordinate helicopter landing zones with range authorities/land owners.
3. Coordinate AC-130 live-fire ranges and restrictions.
4. Coordinate low level routes, air refueling tracks, and AC-130 orbits with airspace manager.
5. Identify communications equipment and frequency requirements for control group.
6. Identify office space, vehicles, and billeting requirements for control group personnel.
7. Insure control group personnel have been included in DMD.
8. Process waiver requests through channels when exercise plans require deviation from standard procedures.

Attachment Three

CONTROL GROUP PLANNING GUIDANCE--WEATHER RECONNAISSANCE

1. Coordinate with the staff weather officer (SWO) to insure
 - a. adequate support at deployment location.
 - b. sortie tasking and data dissemination procedures are adequately defined in exercise OPORDS.
 - c. proposed tracks are compatible with aircraft performance and reconnaissance no-fly lines.
2. Coordinate tracks with airspace manager.
3. Process waiver requests through channels when exercise plans require deviation from standard procedures.

Attachment Four

PERSONEL REQUIREMENTS FORMAT

Wings will use the following format when forwarding personnel requirements to 23 AF (15:Atch 2):

FROM: 39 ARRW EGLIN AFB FL//DOX/LGX//

TO: 23 AF SCOTT AFB IL//CSP/DOOX/LGX//

CLASSIFICATION (as appropriate)

SUBJECT: EXERCISE NAME, INITIAL MANPOWER REQUEST (NOTE 1)

1. REQUEST DMD AND LEVY FLOW FOR THE FOLLOWING:

- A. NELLIS AFB NV (DEPLOYMENT LOCATION)
- B. 1-25 JAN 84 (IN-PLACE AND RELEASE DATES)
- C. UTC 3TRN30, MANFOR USED: 25 DEC 83 (NOTE 2)
- D. REMARKS (LIST REMARKS THAT APPLY TO EVERYONE IN UTC)
- E. SOURCE: (INCLUDE SOURCE HERE ONLY IF SAME FOR ENTIRE

UTC)

LINE#	FAC	AFSC	GR	DEL	ADD	TOTAL	RMKS	SOURCE
1	NOTE4	70250	NOTE4	0	0	5	N/A	
2		10256	NOTE5	0	1	4	N/A	

NOTE3

NOTE6 NOTE6

2. FUNCTIONAL MANAGER	OFFICE	PHONE
CAPT SMITH	DOX	872-1234
SGT JONES	LGX	872-4321

NOTES:

1. Number subsequent requests consecutively starting with number 2, i.e., FLINTLOCK MANPOWER REQUEST #2.
2. Nonstandard UTC may be used.
3. Use the line number from the far right hand column of the MANFOR. Use caution since they may not be numbered consecutively.
4. Only required for added requirements without standard UTC line number or for a non-standard UTC.
5. Grade required only for officer AFSCs.
6. Use only when adding or deleting from a standard UTC line number.

Attachment Five

AFTERACTION FORMAT

FROM: Organization/Office Symbol (Name, AUTOVON Number)

SUBJ: Exercise (NAME) Afteraction Report

TO: Appropriate Air Division or Wing/CC
23 AF/DO
23 AF/DOOX
IN TURN

1. SUMMARY OF ACTIVITY:

a. Overview: Provide a brief description of the exercise to include forces involved and location.

b. Key Personnel: Name, rank, organization

c. Mission Activity: Include deployment, employment, and redeployment

DATE	TYPE ACTIVITY	TYPE ACFT	SCENARIO SORTIES SCHED/FLOWN AS SCHED/OTHERS	HOURS FLOWN
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2. NEW PROBLEMS AND RECOMMENDATIONS:

a. Operations

b. Tactics

c. Maintenance

d. Supply/WRSK

e. Personnel

f. Equipment

g. Base Support

h. Facilities

3. REPEAT PROBLEMS AND RECOMMENDATIONS:
4. LESSONS LEARNED:
5. OTHER REMARKS:

SIGNATURE BLOCK

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